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October 1, 1986

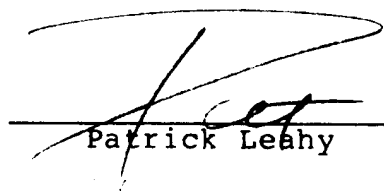
The Honorable William J. Casey
Director of Central Intelligence
Central Intelligence Agency
Washington, DC 20505

Dear Director Casey:

In conversation with senior national security officials we have been disturbed to learn that few are aware of two major pieces of legislation Congress has either enacted or is about to enact. The Leahy-Cohen diplomatic equivalence and UN equivalence amendments are major tools the Executive Branch can apply in controlling and reducing the Soviet espionage presence in the United States. We are sending for your personal information the attached memorandum which summarizes the history and intent of these two amendments. It is our intention to press for full and strict implementation of them in the coming Congress.

With best regards.


William Cohen


Patrick Leahy

MEMORANDUM

For several years, Congress has been seeking to enact a statutory framework for controlling and reducing the Soviet intelligence presence in the United States operating from within Soviet diplomatic and consular establishments and from the Soviet (and Ukrainian and Byelorussian) Missions to the United Nations in New York.

This effort resulted in an amendment in 1984 to the Intelligence Authorization Act by Senators Patrick Leahy and Walter Huddleston stating the sense of the Congress that the United States should apply a policy of numerical equivalence and reciprocity in the sizes and treatment of US diplomatic missions and the missions of nations which conduct hostile intelligence operations in the United States. That legislation required a report from the Department of State on plans to implement such a policy.

In 1985, Senator Leahy and Senator William Cohen introduced an amendment to the Foreign Relations Authorization Act which mandated in statutory language a national policy of numerical equivalence in the sizes of the US and Soviet diplomatic and consular establishments in each nation. The legislation required a report from the Secretary of State and the Attorney General on plans to implement this national policy. The report was to outline how the Executive Branch would reach numerical equivalence between the current sizes of the Soviet diplomatic and consular establishments in Washington, D.C. and San Francisco (320 personnel) and the US establishments in Moscow and Leningrad (approximately 200 personnel).

After reviewing the plan submitted by the Executive Branch, the Senate Intelligence Committee has expressed its concern that the intent of the Leahy-Cohen diplomatic equivalence legislation is being frustrated. The plan received by the Committee indicates that no reductions in the 320 Soviet diplomatic and consular personnel are planned, and that equivalence will be reached in a number of years through increases in the number of Americans assigned to the Soviet Union.

In 1985, Senator Leahy and Cohen also introduced a bill to apply the principle of numerical equivalence to the sizes of the US and Soviet Missions to the United Nations in New York. It, too, required a report from the Secretary of State and the Attorney General containing a plan to reach numerical equivalence. At the time the bill was introduced (October 1985), it was estimated that the Soviet (and Ukrainian and Byelorussian) Missions numbered some 275 personnel, and that the US Mission, the next largest, totaled some 130.

Subsequently, in March 1986, the President issued a Directive ordering that the Soviet UN Mission be reduced by 105

persons, bringing the Soviet total down to some 170, over a period of years.

Senators Leahy and Cohen revised their bill to permit the Executive Branch to define "substantial equivalence" to mean that the Soviet UN Mission could be up to one third larger than the US Mission. This change was designed to take account of the fact that the US Mission can be supported by officials from Washington, D.C., and to align the bill with the policy established by the President's order. The Leahy-Cohen bill would require the Soviet UN Mission to be reduced to approximately 170 personnel, if the US Mission remained at some 130.

In September 1986, the Leahy-Cohen bill was added to the Intelligence Authorization Act for Fiscal 1987, and passed by the Senate. There is no opposition to the Leahy-Cohen measure on the House Permanent Select Committee on Intelligence, and it will be enacted by Congress upon approval of the FY87 Intelligence Authorization Act prior to adjournment.

With enactment of these two Leahy-Cohen measures, Congress will have established in statute the most comprehensive and far-reaching national policy of equivalence in representation the United States has ever had. Strict implementation of the two measures should result in a substantial reduction (as many as 175) in Soviet official personnel in the United States. The authors of the legislation intend and expect implementation to force significant curtailment in Soviet espionage activities operating under diplomatic or UN cover, and an easing of the burden upon US counterintelligence agencies.